

CHAPTER 5

Citywide Land Use & Development

Introduction

One of the primary functions of a Comprehensive Plan is to set forth a community's policies regarding the future use of land and needed improvements to the community's land use management ordinances. This plan element addresses those basic issues. While the Plan Framework element, Chapter 4, discusses general patterns of development and where changes in land use and development character are encouraged or anticipated, this chapter on Citywide Land Use and Development provides more detailed goals, objectives, and strategies for planning and managing land use and includes a Future Land Use Map that locates desired land uses. A large copy of the Future Land Use Map is included in the back of this Plan.

Context and Recommendations

Future Land Use

The City adopted a Future Land Use Map in its 1984 Plan. Subsequent amendments to the map were made in 1989, 1992, and 1994. A consolidated map with future land uses shown per the latest plan amendment has not been produced, so it is appropriate with this complete revision of the Comprehensive Plan to include a comprehensive Future Land Use Map and associated policies.

The Future Land Use Map depicts the City's intention for the future use of land. Each color on the map represents a different land use.

For general reference, the reader should note the following relationships of color to use:

- Shades of green denote park and open space uses
- Shades of blue represent public and institutional uses
- Shades of pink to purple denote office and employment uses
- Shades of red indicate commercial uses
- Shades of yellow/gold/orange/brown denote residential uses
- Downtown is singled out in a very light shade of buff
- Mixed Use areas are highlighted by an "x" overlay pattern

The City will use the Future Land Use Map to guide it in making decisions regarding development proposals, such as rezonings and conditional use permits. The City will also use the map for planning its own facilities and for influencing

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state and federal agencies to plan their facilities, including roads, in conformance with the map. The Future Land Use Map is not static. It can be changed to reflect changing conditions, opportunities, and priorities, though such changes should always be made with eye toward both their local and citywide impacts. A formal plan amendment process should be developed to ensure thoughtful and appropriate plan amendments. This process, when it involves a map amendment, should be designed so that it can run concurrently with a rezoning or conditional use permit request.

It is important for users of this Comprehensive Plan, the Plan Framework Map, and the Future Land Use Map to understand that both the text of the Plan and these two maps are provided for guidance in making decisions that affect land use. Neither map is parcel-specific. The Plan text, the Plan Framework Map, and the Future Land Use Map should be consulted in determining appropriate land uses for a particular area. Then, if the City's Zoning Map indicates a different use, City Council approval of both a Comprehensive Plan Amendment and a Zoning Ordinance Amendment will be necessary to permit that new use.

Description of Future Land Use Categories

Descriptions of the various land uses provided below should be used to characterize the types of uses that either exist or that the City would like to see develop or redevelop, as depicted on the Future Land Use Map. While this chapter describes the types of land uses recommended for various areas of the City, Chapter 6, Design, Character & Quality, provides recommendations on the quality of design expected for those land uses. The City will seek high quality design for new development and redevelopment as described in Chapter 6.

Public Parks

The dark green areas on the map represent existing public parks and recreation centers. These lands are owned by the City of Lynchburg or other governmental agencies and are intended to be open for public recreational use. When new parks and segments of the greenway system are acquired by the City or other governmental agency, they should be added to the Public Park category on the Future Land Use Map through a plan amendment.

Resource Conservation

Resource Conservation Areas are colored light green on the Future Land Use Map. They encompass lands with special natural characteristics that make their preservation in open space particularly important to the City's environmental health. The mapped Resource Conservation Areas include the steep slopes of Candler's Mountain as well as the City's stream valleys. The stream valleys, as defined in this Comprehensive Plan, include streams and rivers, their 100-year floodplains, connected wetlands and adjacent steep slopes. Steep slopes are defined

as slopes of 25% or greater. The delineation of Resource Conservation Areas on the Future Land Use Map is based on existing mapped floodplain, slope, and soils information collected for the preparation of Chapter 12, Natural Systems. The actual boundaries of the Resource Conservation Area should be determined on a site-by-site basis using the best available environmental data and the environmental performance standards recommended in Chapter 12, Natural Systems.

Resource Conservation Areas are planned to remain in vegetated open space with development limited to: 1) trails and other passive recreational facilities that involve minimal removal of vegetation, and 2) public facilities that must be located in stream valleys. These include sewer mains, wastewater treatment plants, water intakes and outfalls, road crossings, and public boat ramps. The goal is to keep Resource Conservation Areas as natural as possible so as to stabilize slopes, prevent soil erosion, provide natural absorption areas for urban runoff, moderate climate, and provide wooded areas for wildlife and for the respite of City dwellers. Many of the stream valley Resource Conservation Areas are recommended to become greenways in the Parks and Recreation element, and thus may have public access trails. Other Resource Conservation Areas, not designated as greenways on the Parks & Recreation Map, are to remain in natural vegetation for purely environmental protection reasons.

Public Use

Colored dark blue on the Future Land Use Map, Public Use areas include properties currently owned and operated by government (local, state, federal) excluding public parks and recreation centers, but including City Hall and other City government buildings, public schools, police stations, fire stations, libraries, museums, and others. State facilities, such as Central Virginia Community College, and federal facilities, such as post offices, are included as well. When the City wishes to add a new public facility, the Future Land Use Map should be amended to show the new facility.

Institution

The City's institutions are shown in light blue. They are the religious, educational, and other nonprofit entities in the City. Examples include churches, cemeteries, private schools and universities, private nonprofit hospitals, service clubs and organizations, and other nonprofit institutions.

Downtown

Downtown, colored a light buff on the Future Land Use Map, identifies the area that is governed by the policies and recommendations of the Downtown and Riverfront Master Plan 2000, which is incorporated into this Comprehensive Plan by reference. Downtown is the central commercial core of the City and appropriately contains a mix of retail, entertainment, restaurant, office,

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employment, residential, public, park, and institutional uses. The form of these uses is to remain urban in character as now permitted in the Downtown and Riverfront areas. Demolition of historic buildings and erection of suburban style, low-density/intensity development is inappropriate.

Office

Office uses are shown in dark pink and are intended for small-scale office buildings with building floorplates not exceeding 20,000 square feet and building heights not exceeding four stories. Such offices provide adequate space for professional and service uses, such as medical, legal, insurance, real estate, engineering, architectural, software development, and information management uses. Office uses are generally located in lower density areas of the City, often adjacent to low density residential areas, and therefore are intended to be more compatible in scale with single family homes than the urban office uses of downtown or the office parks of employment areas.

Employment 1

Employment areas offer uses that provide a significant number of jobs. Employment 1 areas, colored light purple on the Future Land Use Map, are intended for large-scale office (greater than 20,000 square foot floorplates and/or more than four stories), small-scale office, research and development, and light manufacturing uses. "Flex-space," an industry term for flexible building space that is designed to accommodate office, small-scale storage, and/or light manufacturing uses, is also appropriate for Employment 1 areas. Restaurant, hotel and business service (e.g., copy shop, computer sales and service) uses that support the office/industrial uses can be constructed in Employment 1 areas, though shopping centers are not recommended. The exact mix of uses will be determined when the permitted uses of the industrial zoning districts are reviewed and revised as part of the Zoning Ordinance recodification recommended later in this chapter.

Employment 2

Employment 2 use areas are shown in dark purple. They are to include light and heavy manufacturing, research and development, flex space, and large-scale office uses. Restaurant, hotel and business service uses are also appropriate, if sized and designed to serve the employment area. Employment 2 differs primarily from Employment 1 in that it permits heavy industrial uses. The types of uses permitted will be defined more precisely when the Zoning Ordinance is amended as recommended in this chapter.

Neighborhood Commercial

Colored red-orange on the Future Land Use Map, these retail, personal service, and restaurant areas are sized and designed to serve their immediate

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neighborhood. Patrons can walk, bike or take a short drive to reach them. They are comprised of individual businesses, clusters of businesses, or small shopping centers. Neighborhood shopping centers meet the day-to-day needs of a limited residential trade area of 2,500 to 10,000 people and average about 50,000 square feet of space. A grocery store or drug store is often the anchor for a neighborhood shopping center.

Community Commercial

Community Commercial areas contain retail, personal service, entertainment, and restaurant uses that draw customers from at least several neighborhoods up to the entire City. Colored red on the Future Land Use Map, Community Commercial areas contain clusters of businesses, often at major intersections, and shopping centers. Most community shopping centers range from 100,000 to 200,000 square feet and serve 40,000 to 70,000 people. Office, research and development, and technology development uses may be permitted in Community Commercial areas as long as traffic and other impacts to the community are mitigated. In particular, conversion of existing vacant retail space to these uses may be appropriate in areas where there is sufficient retail to serve the community and space for employment uses is needed.

Regional Commercial

Regional Commercial areas are colored red-brown. They include retail, restaurant, entertainment, and hotel uses that draw customers from the entire region, as well as the travelling public. Examples include Ward's Crossing and River Ridge Mall. They contain large shopping centers or retail areas and offer either full-line department stores or major "big box" stores as anchors. Regional shopping centers would be at least as large as Community Commercial ones, 100,000 to 200,000 square feet, possibly larger, if parcels of sufficient size can be found or assembled. They are intended to serve 70,000 to 100,000 people.

Low Density Residential

Low Density Residential areas are dominated by single family detached housing at densities of up to four dwelling units per acre. These areas are colored light yellow on the Future Land Use Map. In addition to residential uses, they may include public and institutional uses compatible in scale with single family residential homes. Private recreation uses, including country clubs and swim and racquet clubs, and private open space are also appropriate for Low Density Residential areas.

Medium Density Residential

These areas are colored orange on the Future Land Use Map. They are characterized by small-lot single family detached housing, duplexes, and

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townhouses at densities up to 12 units per acre. Where neighborhoods already exist, infill development should be at a compatible density and housing type. In addition to residential uses, they may include public and institutional uses compatible in scale with single family residential homes. Private recreation uses, including country clubs, swim and racquet clubs, and private open space are also appropriate.

High Density Residential

High Density Residential areas, colored gold, are developed or to be developed into high density townhouse or multifamily housing. Densities can range up to 30 units per acre. They may include public, institutional, private recreation, and private open space uses.

Traditional Residential

This land use category, shown light brown, has been applied to the City's older neighborhoods, generally built before World War II and before the City was zoned. The City's historic districts are located in the traditional residential area. Consequently, for many of the houses here, lot sizes, setbacks, and/or building heights do not conform to the standards of the City's residential zoning districts. Most of these neighborhoods are identified as Neighborhood Conservation Areas on the Plan Framework Map and are planned for further study for appropriate zoning changes, public investment, and community building efforts. Infill residential development in these neighborhoods should be designed to complement the style and type of housing there and to utilize comparable setbacks, yards, and building heights. Large new or expanded public and institutional uses are not appropriate for these areas unless they can be designed to blend into the existing urban fabric through landscaping or architectural treatments. Within Traditional Residential neighborhoods, small retail, personal service, office, and restaurant uses are often found. These uses may continue, although expansion is not recommended unless supported by a recommendation in a Neighborhood Conservation Area Plan (See Chapter 4, Plan Framework).

Mixed Use

These areas do not fit into any single use category as they are planned for a mix of uses carefully designed so as to mitigate any potential land use conflicts. Mixed Use areas are indicated by an "x" pattern. Where existing uses are present and redevelopment to a more fine-grained mix of uses is recommended, interim planned uses are shown under the "x" pattern. The Midtown MXD centered on The Plaza shopping center is an example of this type of Mixed Use area. Where the proposed Mixed Use area is undeveloped, just the "x" pattern is shown. The following describes the character of the five planned Mixed Use areas shown on the Future Land Use Map.

Plaza/Midtown MXD

This planned redevelopment of the City's first major commercial area outside downtown has been described in Chapter 4, Plan Framework. In addition to the Plaza Shopping Center, this area currently includes strip commercial areas and small shopping centers, E.C. Glass High School, the City's main library, the City's main bus transfer center, office uses, and some residential areas. The goal is to redevelop this area into an integrated in-town community with a commercial core, medium to high density housing, and professional offices, with complementing high school and library. The design would follow traditional neighborhood development principles as articulated in the Plan Framework Chapter and the Traditional Neighborhood Development Zoning District of the Zoning Ordinance. Special attention should be paid to maximizing visual access to views of the Blue Ridge Mountains from the hill on which The Plaza currently sits and to developing pedestrian connections and high enough densities for this community to function as a transit-oriented development.

Wyndhurst, Greenview, and Cheese Creek MXDs

Wyndhurst is already developing under the City's Traditional Neighborhood Development Ordinance as a new mixed use neighborhood that is primarily residential, but contains a well-integrated neighborhood-serving commercial / office core, civic uses, and parks. The Greenview and Cheese Creek MXDs are planned also for new Traditional Neighborhood Developments. The Greenview MXD would be primarily mixed residential with a small convenience commercial area. The Cheese Creek MXD would also contain a mix of residential, civic and park uses, but the commercial core could be larger and serve as a community commercial center for the northwest area of the City.

Graves Mill Employment MXD

This area is planned for a mix of employment uses including light industrial, office, and technology uses in a sustainable office/technology park. The park should be designed to protect adjacent Resource Conservation Areas and offer a system of trails connecting the employment uses to neighboring residential and commercial areas. The goal is to offer increased opportunities for walking and bicycling as alternative forms of everyday transportation.

Regional Land Use Issues

The Future Land Use Map addresses only those areas located within the City limits. However, it is obvious that land use decisions and planning in the surrounding counties have already and will continue to affect the City. Such decisions not only have an impact on City approaches to land use, but also on transportation, utility extension, and environmental management. The City should continue to promote regional cooperation in issues related to land use, growth, and development.

Citywide Land Use & Development***Land Use Management Data Systems***

The City has developed a Geographic Information System (GIS) that records spatial information digitally. This information can be printed out to create maps. GIS is a very useful tool for both current and long-range planning. Many communities across Virginia use their GIS systems to help evaluate the impacts of current development proposals, to develop and amend their comprehensive plans, and to monitor change over time. The City's GIS system was developed primarily for use in engineering projects. While it is well designed for site level work, it is not as useful for citywide analyses for comprehensive planning or for monitoring changes in the City over time. The City plans to improve its GIS system so that it can serve as an implementation tool for this Comprehensive Plan.

For the preparation of the Plan, the planning team created a number of GIS analysis maps to assist in developing Plan policies. However, because of the limitations of City's current system, these map files cannot be easily updated. Many of the maps, including those dealing with existing land use, housing age, housing condition, zoning conflicts, were created by linking the City Tax Assessor's CAMA real estate files to the GIS system. This was a one-time link rather than a dynamic link, so that as changes are made to the real estate files, those changes are not recorded in the GIS system. Improving the City's GIS system to create a dynamic link between the real estate files and GIS is essential to keep current on the status of land use, housing condition, and other areas, as well as to monitor the City's progress in meeting its goals and objectives.

Another limitation noted for the current GIS system is the difficulty it presents for compiling and mapping environmental data, including topography, tree cover, and water bodies, on a citywide basis. In addition, the system does not contain some important environmental data, such as, soils, floodplains, and wetlands, that would be useful in evaluating current development proposals, in developing comprehensive plan updates and area plans, and in monitoring the City's environmental health over time. The City should work toward improving the amount and usefulness of environmental data in its GIS system.

Finally, as the City begins to work more closely with surrounding counties, it should explore ways to link GIS systems so that regional land use, transportation, and environmental issues can be addressed and evaluated. Currently, the Region 2000 Regional Commission is exploring regionwide GIS linkages.

Area Plans & Studies

The Future Land Use Map provides a snapshot of current City policies regarding land use, but as described in Chapter 4, Plan Framework, there are a number of areas in the City that need more detailed study to determine their best land use, as well as other City policies and actions for their improvement.

The following studies will be undertaken by the City and are expected to result in some amendments in the Future Land Use Map:

Corridor Studies

- Crosstown Connector
- Wards Road / Candler's Mountain Road
- Timberlake Road
- Fort Avenue
- Old Forest Road
- Campbell Avenue
- Boonsboro Road

Revitalization Area Studies

- Fifth Street Corridor
- Twelfth Street Corridor
- Plaza-Midtown Area

Neighborhood Conservation Areas

- The Lower Rivermont Area
- The Fifth Street Area
- The Twelfth Street Area
- The Fort Avenue Area
- The Edgewood/Edinboro Area

Chapter 4 contains descriptions of these study areas, what their plans should address, and interim City policies that will serve as guidance until the area plans and studies are complete.

The process for completing these area plans will involve:

- Determination of boundaries of study area; the area to be included in the neighborhood or corridor plan
- Data gathering and assessment of existing conditions
- Analysis of future trends in housing, employment, business, and any other relevant areas
- Neighborhood participation in the planning process
- Analysis of possible plans
- Selection of preferred alternative(s) with input from the neighborhood, property and business owners, and City officials.

Improvements to Land Use Management Ordinances

A comprehensive plan does little for a community if it is not implemented. The most important implementation tools are the City's land use management ordinances: the Zoning Ordinance, Subdivision Ordinance, Erosion and Sediment Control Ordinance, and others. In preparing the Planning Context and Preliminary Inventory Report (Phase I), the planning team noted a number of issues related to the City's land use management ordinances that need to be addressed to solve existing problems, as well as proactively support the recommendations of the Comprehensive Plan.

Citywide Land Use & Development**The Zoning Ordinance*****Resolving Existing Zoning Ordinance Issues***

The Zoning Ordinance includes both text and a map that classify the City into 24 different types of zoning districts and provide regulations on the type, character, and design of uses in those districts. Many provisions of the ordinance are quite old, dating to the 1970s, and no longer address the types of development that are occurring today in the City. The lists of permitted uses, particularly in the business and industrial zones, are out-of-date since they address businesses and industries more prevalent at the beginning of the 20th Century than at the beginning of the 21st Century. The Zoning Ordinance is also out-of-date with regard to its treatment of home businesses. With digital technology, such businesses are becoming more popular. They can have adverse impacts on residential neighborhoods, if they are not well regulated. The City needs to improve its outreach to potential home business applicants so that they understand the application process and restrictions.

The Zoning Ordinance also has some structural problems that make it very difficult to use. The regulations for many zoning districts refer to regulations in other districts, making the ordinance reader refer to many pages just to find out what is permitted in the district where their property is located. Most modern ordinances list all the permitted uses of a zoning district together in one location. In addition, most modern ordinances list only permitted uses; those uses not in the list are therefore prohibited. Many of Lynchburg's districts list both permitted and prohibited uses, leaving confusion about the status of uses that are not on either list.

Another indication that the City's Zoning Ordinance is not meeting current needs is the high number of variances and conditional use permits that are sought every year. The Zoning Administrator and Board of Zoning Appeals have noted several zoning regulations that do not appear useful and that are often the subject of variances. Some conditional uses are regularly approved with little controversy and perhaps should be changed to permitted uses. When the City revises the Zoning Ordinance to implement the Plan, variances and conditional use permits granted in recent years should be reviewed to determine whether changes are needed. The Board of Zoning Appeals (BZA) processes and practices also need to be reviewed to make sure that recent state code changes with regard to variances and BZA powers and duties are followed. In particular, the BZA practice of allowing changes in permitted uses within zones must be curtailed.

While the City needs to review BZA procedures, it also needs to address rezoning, conditional use permit, and site plan and subdivision plat review procedures to ensure efficiency and effectiveness. In order to make informed decisions, the City needs to improve its understanding of the impacts of development proposals. Traffic, utility, fiscal, and environmental impact assessment procedures are needed. The improved GIS system recommended can make these assessments relatively easy to perform.

The previous discussion refers to problems with the text of the Zoning Ordinance, but the comprehensive planning process also discovered issues related to the Official Zoning Map. There are a number of areas in the City where residential neighborhoods were at some time zoned for business or industrial uses. This has resulted in land use conflicts as spotty redevelopment from residential to small commercial or industrial uses has adversely affected the remaining residences. These areas need to be re-examined to determine if rezoning back to residential is appropriate for portions of them.

Changes to the Zoning Ordinance in order to Implement the Comprehensive Plan

For some properties, the Future Land Use Map recommends land uses that do not match the zoning classification. Either the current zoning is not appropriate based on the existing use, market factors, or other reasons, or the City would like to see the area change—move in a different land use direction either through new development or redevelopment. The City needs to address how it will amend the Zoning Map after the Comprehensive Plan is adopted. A comprehensive rezoning to match the Zoning Map to the Future Land Use Map may not be the most appropriate approach if the City would like to obtain proffers to meet some of its design quality objectives.

Some new or completely revised zoning districts are also planned to implement the Comprehensive Plan. These include a Traditional Residential zoning district to be applied to the City's older neighborhoods and a completely revised Resource Conservation zoning district to protect steep mountainsides and stream valleys. The Resource Conservation district might be changed to an overlay district so that density credit is provided for protected natural open space.

Finally, the Zoning Ordinance should include some additional design standards, as recommended in Chapter 6, to achieve the design quality for new development and redevelopment that citizens would like to see. In order to explain the design standards, the Zoning Ordinance should include graphics in addition to explanatory text.

The Subdivision Ordinance

The primary issue with the Subdivision Ordinance is that it tends to promote suburban style development within an urban area. Standards for streets result in new streets being a great deal wider than many existing City streets, particularly in residential areas. Sidewalks are not required in most subdivisions, and there are no provisions for bicycle facilities. The Comprehensive Plan promotes the development of a bikeway system, which the Subdivision Ordinance could help implement. Finally, many communities are beginning to consider designs for streets that slow traffic down rather than speeding it through residential areas. The Subdivision Ordinance should be revised to allow and encourage “traffic calming” measures, such as rotaries, on-street parking, speed tables, and sidewalk bulb-outs at intersections.

Goals, Objectives & Strategies

Goal 1: Ensure that regulations and review procedures are effective in achieving Plan goals and objectives.

Objective 1.A. Regulations & Guidelines. Amend existing development regulations to ensure clarity, ease of interpretation and administration, and effectiveness in promoting high quality development.

- 1) Revise the Zoning Ordinance's list of permitted uses and special uses for each zoning district, including planned development and overlay zones, to bring them in line with current City needs and emerging businesses and industries. The permitted and special use lists for each zone should not reference other zones and should not list prohibited uses. Consideration should be given to the use of a national or international standard for the definition of uses such as the North American Industrial Classification System (NAICS).
- 2) Conduct an evaluation of variances and conditional use permit requests sought over the last five years to determine appropriate revisions to the Zoning Ordinance.
- 3) Incorporate drawings and photographs as references in ordinances to help clarify concepts for the general public, local officials, and the development community.
- 4) Review existing Zoning and Subdivision Ordinance requirements for renovating older buildings to ensure that standards are not burdensome to property owners.
- 5) Provide for the establishment of home-based businesses.
 - a) Develop and adopt zoning standards—restrictions on parking, number of employees, signs, and so forth—to ensure such uses are appropriate in neighborhood settings
 - b) Provide information about the City's requirements and conditions for such businesses through the development of a checklist for potential owners of home-based businesses, including City development regulations, building code requirements, zoning restrictions, employee issues, and other matters.
- 6) Conduct a biennial review of existing review procedures to ensure the continued effectiveness of the Technical Review Committee and to ensure that new or revised regulations do not result in unnecessary delays in the review of development applications.
- 7) Explore the feasibility of developing an on-line filing and approval system for the review of less complex applications.
- 8) Consider revising the existing Resource Conservation zoning district to be an overlay district that limits development in 100-year floodplains and wetlands and minimizes disturbance of adjacent slopes 25% or greater, based on reasonable performance standards.
- 9) Develop a Traditional Residential zoning district to be applied to those areas identified as traditional residential areas on the Future Land Use Map. Make the regulations in this district compatible with existing building heights, setbacks, and yards. Include opportunities for compatible mixed use.

Objective 1.B. Board of Zoning Appeals. Improve the procedures and practices of the Board of Zoning Appeals.

- 1) Conduct a general evaluation of the BZA's review processes and identify appropriate modifications and improvements.
- 2) Limit the BZA's authority to rule in change of use requests consistent with recent changes in state enabling legislation.

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Goal 2. Improve capacity to assess the impacts of development and to monitor, analyze, and report on conditions in the city's natural environment, neighborhoods, and commercial and employment districts.

Objective 2.A. Impact Assessments. Ensure that public and private development avoids, minimizes, or mitigates negative environmental, community, and fiscal impacts.

- 1) Require fiscal, traffic, and utility impact analyses for large-scale development projects. Identify a threshold to define "large-scale development."
- 2) Apply environmental checklists and impact analyses to all development projects as recommended in Chapter 12, Natural Systems.
- 3) Incorporate land use, environmental, transportation, and community impact assessments in plans for transportation, public facility, and utility improvements. Community impacts include impacts on the visual quality and cohesiveness of the community and additional factors that otherwise define its character.

Objective 2.B. Integrated Data Systems. Continue efforts to integrate local and regional data systems to provide for the analysis, tracking, and reporting of physical, environmental, demographic, socio-economic, and market conditions.

- 1) Refine plans and develop estimates of costs, staffing requirements, and timelines for the integration of City data systems.
- 2) As a first priority, establish a dynamic link between the City GIS system and the Tax Assessor's CAMA files.
- 3) Coordinate and standardize internal city data collection and reporting procedures.
- 4) Explore opportunities to build a common base of planning-related data between City departments and regional agencies.
- 5) Explore the feasibility of providing public access to City information systems through the City's web site.
- 6) Expand the City's Geographic Information System (GIS) to incorporate natural systems and environmental data that can be compiled on a small area, neighborhood, citywide, and regional basis:
 - a) Topography / steep slope areas
 - b) Soils (type, suitability for development)
 - c) Tree cover (possibly using American Forest's Regional Ecosystem Analysis)
 - d) Unique plant species
 - e) Wildlife (unique species, critical habitats)
 - f) Rivers, streams, and water bodies (including watershed boundaries)
 - g) Floodplain boundaries, based on updated flood studies
 - h) Wetlands
 - i) Noise (airport noise zones, railroad/roadway noise impact areas)
 - j) Parks and protected natural areas
 - k) Scenic resources (scenic views, special places)
- 7) Develop and maintain an environmental health database. This database would include information on:
 - a) Ambient air quality
 - b) Water quality of the James River and local streams
 - c) River and stream flow and flooding levels
 - d) Toxic and hazardous materials handling facilities and spills
 - e) Solid waste disposal and recycling volumes
- 8) Print and make available maps and summary reports of key findings from the on-going analysis of important environmental, physical, demographic, and socio-economic data.

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Goal 3. Resolve existing and potential conflicts between land uses and zoning.

Objective 3.A. Land Use Conflicts. Resolve, through zoning amendments or improved policies and procedures, existing residential-industrial/commercial use conflicts.

- 1) In areas where conflicts between existing residential uses and industrial/commercial zoning have been identified, conduct parcel-by-parcel use land assessments and prepare Zoning Map amendments to adjust the zoning classification, as appropriate.
- 2) Through the completion of corridor plans, develop strategies for the continued use or redevelopment of residential lands along arterials and major collectors. Where residential uses are planned to transition to commercial use, develop standards for redevelopment that enhance the corridor while protecting adjacent residential areas.

Objective 3.B. Comprehensive Plan and Zoning. Clarify the City's approach to resolving conflicts between the adopted Comprehensive Plan and the existing zoning.

- 1) In areas where the Comprehensive Plan recommends a land use of a lower intensity than is permitted under existing zoning, explore the feasibility of initiating rezonings consistent with Plan recommendations.
- 2) For locations where the Future Land Use Map indicates higher intensity use than is allowed under existing zoning, develop a list of recommended proffers for rezonings that might be proposed consistent with the Plan.
- 3) Provide a process for concurrent amendments to the Comprehensive Plan and rezonings, when both are necessary for approval of a development proposal.

Goal 4. Encourage the improvement of conditions and quality of life along travel corridors and in revitalization areas identified on the Plan Framework Map.

Objective 4.A. Corridor Study Areas. Prepare detailed plans and studies to improve conditions along primary travel corridors, including the Crosstown Connector route (Kemper Street, Park Avenue and Lakeside Drive), Wards Road/Candlers Mountain Road, Timberlake Road, Fort Avenue, Old Forest Road, Campbell Avenue, and Boonsboro Road.

- 1) Prepare a priority list and schedule for completing corridor study area plans.
- 2) Use the policies outlined in Chapter 4, Plan Framework, for interim decisions on land use and development in these areas.
- 3) Amend the Comprehensive Plan, including the Future Land Use Map, as appropriate, after completing each corridor study area plan.

Objective 4.B. Revitalization Areas. Prepare revitalization plans for the following commercial mixed use districts: 5th Street Corridor, 12th Street Corridor, and the Plaza-Midtown Area.

- 1) Prepare a priority list and schedule for completing revitalization area plans.
- 2) Use the policies outlined in Chapter 4, Plan Framework, for interim decisions on land use and development in these areas.
- 3) Amend the Comprehensive Plan, including the Future Land Use Map, as appropriate after completing each revitalization area plan.

Objective 4.C. Neighborhood Conservation Areas. Prepare neighborhood conservation area plans for the neighborhoods shown on the Plan Framework Map.

- 1) Prepare a priority list and schedule for completing neighborhood conservation area plans.

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- 2) Use the policies outlined in Chapter 4, Plan Framework, for interim decisions on land use and development in these areas.
 - 3) Amend the Comprehensive Plan, including the Future Land Use Map, as appropriate after completing each neighborhood conservation area plan.

Objective 4.D. Community Participation. Ensure the active participation of community stakeholders in preparing detailed plans and studies for travel corridors, neighborhood conservation areas, and revitalization areas.

Goal 5. Promote regional collaboration in planning for future land uses.

Objective 5.A. Regional Collaboration. Increase the level of coordination between area localities and state agencies.

- 1) Continue to strengthen the City's role in the development of the region's long-range transportation plans and individual road improvement plans.
- 2) Working with the Region 2000 Regional Commission, organize an annual Regional Planning Summit to increase public awareness of local and regional planning issues.
- 3) Work with the surrounding cities and counties to coordinate each locality's comprehensive plan to the maximum extent feasible.
- 4) Work with the surrounding cities and counties to support other regional and statewide planning efforts, such as regional greenway plans and the state's riparian forest buffer plan.



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